

CONNECTICUT JUDICIAL-MEDIA COMMITTEE

Pilot Program Committee 2009 Final Report & Recommendations

September 2009

September 14, 2009

Honorable Douglas S. Lavine Connecticut Appellate Court 75 Elm Street Hartford, CT 06106 Mr. G. Claude Albert 39 Timms Hill Road Haddam, CT 06438

Dear Judge Lavine and Mr. Albert,

Please find enclosed the final report and recommendations of the Pilot Program Committee, which we have had the honor of co-chairing since its inception in 2007.

The committee, composed of judges, media representatives, court officials and staff, has worked diligently over the past two years and has had extensive discussion and feedback on the presence of electronic devices (primarily cameras) in our state courtrooms since the rules changed effective January 1, 2008.

On behalf of the committee, we thank you for the opportunity to contribute to such an important subject matter and look forward to presenting the report to you at the next Judicial-Media Committee.

C. Applily

Very truly yours,

Judge Patrick J. Clifford

Co-chair, Pilot Program Committee

Thomas C. Appleby

Co-chair, Pilot Program Committee

Pilot Program Committee

Co-chairs

Mr. Tom Appleby General Manager & News Director News 12 Connecticut

Hon. Patrick J. Clifford Chief Administrative Judge, Criminal

Members

Hon. Marshall K. Berger Jr. Administrative Judge Hartford Judicial District

Sara Bernstein, Esq. Public Defender Hartford Judicial District

Lawrence Callahan Chief Judicial Marshal Hartford Judicial District

Linda J. Cimino Director Office of Victim Services

Paul Giguere
President & CEO
Connecticut Network

Hon. David P. Gold Presiding Judge, Part A Hartford Judicial District

Gail Hardy, Esq. State's Attorney Hartford Judicial District John Long

Retired photographer
The Hartford Courant

Ken Margolfo Assignment Manager WTIC-TV Fox 61

Patrick Sanders Connecticut News Editor Associated Press *

Robin C. Smith, Esq. Chief Clerk Hartford Judicial District

Hon. Elliot N. Solomon Administrative Judge Tolland Judicial District

Michael St. Peter News Director WVIT-TV, Channel 30

Kirk Varner Vice President, News Director WTNH-TV Channel 8

David Ward Assignment Manager WFSB-TV Channel 3

^{*}Due to job responsibilities, Mr. Sanders resigned from the committee in April 2009.

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EXECUTIVE SUMMARY

The Pilot Program Committee was formed in November 2007 and charged with evaluating the Pilot Program on Media Access to Criminal Proceedings in the Hartford Judicial District criminal courthouse at 101 Lafayette Street, Hartford.

This two-year pilot program provided the news media greater electronic access to court proceedings, mostly evidenced through the increased presence of cameras in the courtroom. The committee was to evaluate the Pilot Program in the Hartford Judicial District through the two-year period and then make recommendations to the Judicial-Media Committee. Members of the Judicial-Media Committee will in turn make recommendations to the Rules Committee of the Superior Court, for a vote by the Superior Court judges at their annual meeting in 2010.

Pilot Program Committee members included judges, representatives of the media and Judicial Branch staff, including the director of the Office of Victim Services, and the Chief Clerk and Chief Judicial Marshal for the Hartford Judicial District. Also included were the State's Attorney and Public Defender for the Hartford Judicial District. The committee met a total of nine times; the first time, on March 24, 2008, and last, on August 31, 2009.

The committee decided at its first meeting to expand its review to include an evaluation of cameras at arraignments pursuant to Section 1-11A of the *Connecticut Practice Book*. From the start, requests statewide to videotape/photograph arraignments have far exceeded requests to allow cameras into court proceedings at the Hartford Judicial District courthouse, so the committee agreed to include these proceedings in its review.

Committee members next developed separate evaluations for judges, lawyers and media representatives, to be distributed by the clerks over the next several months. Clerks

distributed the questionnaires between June 2008 and April 2009, and committee members received copies for their review throughout this time period. At its meeting in May 2009, the committee decided it had received enough feedback upon which to make their recommendations.

Broad summaries of the evaluations are as follows:

- Media generally satisfied.
- Judges reported few problems, generally satisfied or neutral.
- Defense lawyers, prosecutors responded with the most criticism, often complaining about lack of notice that a camera would be in the courtroom.

Complaints regarding notice prompted Judge Patrick Clifford to send a memo to all criminal judges (Appendix A), advising them to notify the state, defense and appropriate court personnel as soon as a camera request from the news media is made through the Judicial Branch's External Affairs Division. In addition, Judge Clifford recommended that "there should also be some type of protocol or standing order in place to address how to respond to the media and/or External Affairs and what the procedures or ground rules will be." He provided the judges with a sample standing order from G.A. 13 in Enfield. (Appendix A)

Some of the evaluations also raised concerns about whether the photo/video coverage would affect a defendant's right to a fair trial in the future. Committee members determined that was not something they could evaluate within the time span of the pilot program.

Typically, all requests made during the evaluation period began with the news media e-mailing their camera request to External Affairs. External Affairs then forwarded the request to the respective judges and court personnel. The role of External Affairs usually ended there, as the judges – often assisted by clerks and/or judicial marshals – took over at that point. (A copy of sample e-mail from External Affairs can be found in Appendix B)

Whether the proceeding was an arraignment or other criminal matter, judges typically allowed only one still and one video camera, with pooling arrangements made among the media organizations. Generally, the judges also prohibited shots or pictures of the gallery, where members of the audience sit. Judges differed on how they handled other matters; for example, some forbid footage or pictures of defendants walking into or out of the courtroom in shackles, while others allowed it.

Because of the different practices, committee members discussed adopting one standing order for the videotaping or photographing of court proceedings, to ensure consistency. A suggested statewide standing order can be found in Appendix C.

Committee members received regular updates on the number of camera requests processed through External Affairs. As mentioned earlier, requests to videotape/photograph arraignments exceeded requests to videotape/photograph proceedings under the pilot program. But among the granted requests for the pilot program were two trials: one involving insurance fraud, and the other, a triple murder. Such proceedings were more involved and required more coordination on the part of all participants than did arraignments. For example, more people were involved in the process, more resources were required, and issues regarding jurors were a significant factor not present in other court proceedings.

It should be noted that in almost all cases where cameras could be allowed under the rules, a judge granted the request. In almost all cases where cameras were not allowed, it was because the rules specifically prohibited them (i.e. sexual assault cases.)

Recommendations of the Pilot Program Committee

As a result of its review and findings, the Pilot Program Committee unanimously and respectfully submits the following recommendations to the Judicial-Media Committee for its consideration:

- 1. That the Judicial-Media Committee recommend to the Rules Committee that the Pilot Program in Hartford be expanded to all 13 judicial districts in the state, effective August 1, 2010. This recommendation, if adopted, would require a vote by the Superior Court judges at their annual meeting in 2010.
- 2. That the Judicial-Media Committee consider recommending a statewide, uniform protocol for all camera requests, as proposed by the Pilot Program Committee. (Please see Appendix C.)
- 3. That the Judicial-Media Committee consider making the Pilot Program Committee a permanent committee, with the responsibility of serving as a liaison between the courts and media throughout the rest of the Pilot Program and also through the implementation of any new rules as adopted by the Superior Court judges.
- 4. That the Rules Committee of the Superior Court consider making changes to the sections of the *Practice Book* that pertain to media coverage of criminal proceedings. (See Appendix D for the suggested changes.)
- 5. That the Judicial-Media Committee review whether to recommend that a process be developed through the Judicial Branch website that would allow the electronic submission of camera requests directly to the respective court and appropriate court officials.

As noted previously, it has been an honor to serve on this committee. While a few issues arose where committee members could not find common ground, they at least walked away with a better understanding of each other's position. Committee members also did reach consensus in several areas, most notably in recommending that the pilot program be expanded.

BACKGROUND OF PILOT PROGRAM COMMITTEE

In May 2006, then-Senior Associate Justice David M. Borden appointed the Judicial Branch Public Access Task Force. Its mission was to "make concrete recommendations for the maximum degree of public access to the courts, consistent with the needs of the court in discharging their core functions of adjudicating and managing cases."

The committee issued its final report containing 38 recommendations in September 2006. No. 30, *Pilot Program Access to Criminal Proceedings*" (The text of Recommendation No. 30, may be found in Appendix E) recommended that:

- "The Judicial Branch should establish a two-year pilot program in a single judicial district in which all types of media coverage would be permitted, in accordance with the principles and limitations set forth below."
- The Supreme Court's Judicial-Media Committee shall be charged with evaluating the pilot program and making recommendations for its expansion. It is anticipated that, based on the evaluation of the pilot program, the Superior Court judges will refine and extend the program to other districts. In the absence of any action by the judges, the pilot program will continue to operate in the pilot district.

The recommendation also provided considerations upon which to base the location of the Pilot Program, a general principle of access, and rules for coverage in the Pilot Program.

Justice Borden endorsed the recommendation and referred it to the Rules Committee of the Superior Court. The proposed rule and other proposed rules regarding cameras in court went before the Superior Court judges at their annual meeting in 2007. The judges approved the changes, effective January 1, 2008. The rule changes also

incorporated a review mechanism for the Pilot Program, through P.B. Section 1-11C(q). It reads: "The Rules Committee shall evaluate the efficacy of this rule at the end of a two-year period and shall receive recommendations from the Judicial-Media Committee and other sources."

Based on recommendations from court administrators, the Judicial-Media Committee and the media, 17 individuals were appointed in November 2007 to serve on the Pilot Program Committee. Its charge was to review the Pilot Program over the next two years and to make recommendations to the Judicial-Media Committee. Judge Patrick Clifford, chief administrative judge of criminal matters, and Tom Appleby, general manager and news director of News 12 Connecticut, were named as co-chairs.

THE EVALUATION PROCESS

The Pilot Program Committee met nine times: March 24, 2008; April 28, 2008; May 19, 2008; September 15, 2008; January 5, 2009; April 6, 2009; June 15, 2009; July 27, 2009, and August 31, 2009. Public notice of all the meetings was provided, and minutes posted on the Judicial Branch web site, www.jud.ct.gov (Copies of agendas and minutes can be found in Appendix F.)

At its first meeting, the committee decided to expand its review to include arraignments, since they had constituted the bulk of camera requests since the rules change. The committee also decided that a questionnaire should be distributed to judges, defense lawyers/prosecutors, and members of the news media.

Committee members at their May 19, 2008, meeting finalized the evaluation forms (copies of blank evaluations, Appendix G) and court clerks began distributing them in June 2008. The committee received completed evaluations through April 2009. In all, the committee received back a total of 168 evaluations – 50 from judges, 63 from media representatives, and 65 from attorneys. There was some overlap – in other words, one case could conceivably generate multiple responses – i.e. one each from the judge, prosecutor, defense counsel/public defender, still camera representative and video camera representative.

The vast majority of evaluations dealt with arraignments. The evaluations also included feedback from two criminal trials with juries: *State v. David Wilcox* and *State v. Benedetto Cipriani*.

Committee member Linda J. Cimino prepared a comprehensive summary of the surveys, and Judge Clifford prepared a summary as well. (Please see Appendix H for the comprehensive summaries of surveys).

Number of Requests

The committee received regular reports on the number of requests received from the news media. The External Affairs Division developed a database to track the requests, and their outcomes.

Over the course of the Pilot Program, it was not unusual to receive several requests a week. Television stations submitted the most requests, which typically tended to concentrate in the more urban courts – Hartford, Stamford, New Haven and Bridgeport. The suburban and less urban courts had their share of requests as well.

For 2008, camera coverage of 279 arraignments was requested, and about 195 were granted. In about 38 cases, there was one video camera and one still camera present for the same defendant(s); each camera was counted as a separate request if one was video and the other still. However, follow-up requests from other media once the respective pool camera for a particular medium was approved were not counted separately – for example, requests coming in from other TV stations for a case where a video camera was allowed in were not counted as separate requests.

The number of requests granted involved approximately 200 defendants. It is important to note that several requests involved co-defendants, and if co-defendants were arrested simultaneously and arraigned on the same day, they came in as and were counted as one request.

Twenty-eight requests were received under the Pilot Program for 2008. Of this number, 19 were granted; the remaining nine cases were not photographed and/or videotaped because of continuances, defendants pleading out, etc. Of the 19 requests granted, 16 proceedings were actually videotaped and/or photographed. Regarding the three that were not broadcast, one did not go forward; a newspaper photographer did not show for the second, and a TV station arrived too late for another. In the case of the newspaper photographer who was not at court, the Associated Press subsequently put in a request and photographed the proceeding.

It should be noted that one Pilot Program request is counted as one but actually includes several different court proceedings that occurred over the course of a day in Hartford's Part A Court. On this particular day – July 25, 2008 – CT-N videotaped changes of pleas, continuances and sentencings in individual cases of robbery, manslaughter and murder. The Honorable David Gold, presiding judge of Hartford's Part A docket, handled all but one of the cases. As this report was being prepared in 2009, CT-N requested permission to videotape a series of similar proceedings.

It should also be noted that many requests to televise or broadcast an arraignment were not granted because cameras were not allowed under the rules (i.e., it was a sexual assault case or the case was not an arraignment.) In other instances, permission was granted but the case was continued.

As mentioned earlier, the news media made approximately 279 requests to bring in a camera to arraignments during 2008; of those 279 requests, judges granted 197, or 70.6 percent. Of the approximately 80 requests that did not lead to a camera in court, 29, or 35.3 percent, were due to continuances. Another 18, or 22 percent, did not go forward because the case involved sexual assault charges or was of a sexual nature. Other reasons for requests not going forward included: media withdrew the request; request received too late; case not an arraignment, or youthful offenders involved.

Excluding all of the above, judges denied approximately seven of the approximately 80 requests where no camera was present. Reasons included: insufficient staff and too large a docket; minors involved, and defendant in the hospital.

The figures for 2009 are, as expected, incomplete and are as follows through July 31, 2009. The media requested permission to photograph, videotape or audiotape 198 arraignments. Of that number, judges granted 175 requests or 88.3 percent. Of the 23 requests that did not lead to a camera being in court:

• Seven cases were sexual assault cases

- Seven cases were continued (and at least one of these requests was granted at a later date)
- Two cases had already been called that day
- Two cases were not arraignments
- Two cases involved the defendant being in a hospital, and the hospital administration would not allow cameras into the facility
- One case involved no follow-through by the media
- One case involved a defendant who had been arraigned on a previous day
- One case led to a judge's denial because the defendant was 16 years old and the defense objected to the camera request.

Regarding the pilot program in the Hartford Judicial District, there were 34 requests through July 31, 2009, to photograph, videotape or audiotape criminal court proceedings. Of that number, judges granted 29 requests or 85 percent. Of the five remaining requests:

- One was denied because the request was not timely
- One was denied because of the court's concern about pre-trial publicity
- One case was continued
- One request was withdrawn by the media
- One request is pending.

Other Information Received by the Committee

Committee members received a copy of a survey conducted by the Radio and Television News Directors Association. The survey indicated which states allow cameras in their courtrooms and provided a ranking of Tier I, Tier II or Tier III to rate access, with Tier I being the broadest.

Judge Clifford asked that the ratings be examined to try and ascertain how many times cameras actually do come into the courtrooms. A copy of this review is provided in Appendix I.

In addition, committee member John Long contacted Mark Hertzberg, the contact person of the National Press Photographers Association, to determine: the number of states that allow cameras into their courts; and whether Mr. Hertzburg had any information regarding concerns raised that televising witness testimony could influence future witnesses or influence the jury pool. Mr. Hertzburg's response was: "This has never come up – to my knowledge – in 31 years in Wisconsin. Never." (For information from the National Press Photographers Association, please see Appendix J.)

Mr. Long also provided to committee members information on how pooling arrangements were conducted in the first round of Connecticut's cameras in the courts experiment in the 1980s. (For these pooling arrangements, please see Appendix K).

Committee members considered and reviewed all of the above information in developing its recommendations for consideration by both the Judicial-Media Committee and the Rules Committee.

APPENDIX A

Judge Patrick J. Clifford's February 5, 2009, memo to judges regarding televising of arraignments

STATE OF CONNECTICUT SUPERIOR COURT JUDGE'S CHAMBERS



1 Court Street, Middletown, Connecticut 06457

Telephone: (860) 343-6570 Fax: (860) 343-6589

Patrick J. Clifford Chief Administrative Judge Criminal Division

MEMO

SENT VIA E-MAIL

MEMO TO: Superior Court Judges

Senior Judges

Judge Trial Referees

FROM: Patrick J. Clifford, Chief Administrative Judge, Criminal Division

DATE: February 5, 2009

SUBJECT: Televising of Arraignments

The Pilot Program Committee is evaluating the media televising and photographing of arraignments statewide and criminal proceedings in the Hartford Judicial District. Evaluations received to date show a constant theme regarding the coverage of the arraignments: Attorneys, mainly public defenders, desire more effective and timely notice from the court to prepare for objections and to discuss the issue with their potential clients. I would therefore recommend that once a judge receives a request by the media through our External Affairs Division, that the public defender, state's attorney, and marshal's offices be notified *immediately*.

In addition, there should also be some type of protocol or standing order in place to address how to respond to the media and/or External Affairs and what the procedures or ground rules will be.

Attached is a sample standing order utilized in G.A. 13 in Enfield. Each arraignment court should attempt to develop some type of standard procedure for communicating with the media and attorneys.

If you should have any questions, feel free to contact me in Middletown at 860-343-6405.

PJC:kms Attachment

cc: Hon. Barbara M. Quinn

Hon. Patrick L. Carroll III Joseph D. D'Alesio Larry D'Orsi

Sample order utilized in G.A. 13 in Enfield

SUPERIOR COURT G.A. 13 STANDING ORDERS FOR PHOTOGRAPHIC AND ELECTRONIC MEDIA COVERAGE OF ARRAIGNMENTS – Page 1 of 2

Implementation of Practice Book Section 1-11A; Effective January 1, 2008

All camera and electronic coverage of criminal arraignments shall be subject to the following guidelines and any others deemed appropriate by the Court:

- 1. Only one (1) still camera, one (1) television camera and one (1) audio recording device which do not produce a distracting sound or light shall be employed to cover the arraignment, unless otherwise ordered by the Court.
- 2. The operator of any camera, television or audio recording equipment shall not employ any artificial lighting device to supplement the existing light in the courtroom.
- 3. Broadcasting, televising, recording and photographing in any location of the courthouse other than in the arraignment courtroom, at any time, is prohibited.
- 4. All personnel and equipment shall be situated in an unobtrusive manner within the courtroom. The location of any such equipment and personnel shall be determined by the judge. The location of the camera, to the extent possible, shall provide access to optimum coverage. Once the judge designates the position(s) for the camera(s), the operator must remain in that position and must not move about until the arraignment is completed. Photographers and operators are prohibited from photographing, videotaping, televising or recording spectators in the courtroom.
- 5. If there are multiple requests to videotape, broadcast, televise, record, or photograph the same arraignment, the media representatives making such requests must make pooling arrangements among themselves, unless otherwise determined by the presiding judge.
- 6. Photographers and equipment operators must conduct themselves in the courtroom quietly and discreetly, with due regard for the dignity of the courtroom.

SUPERIOR COURT G.A. 13 STANDING ORDERS FOR PHOTOGRAPHIC AND ELECTRONIC COVERAGE OF ARRAIGNMENTS – Page 2 of 2

- 7. To the extent practicable, any media or pool representative seeking to broadcast, televise, record or photograph an arraignment shall provide as much advance notice as possible to the Office of External Affairs (860-757-2270).
- 8. Media representatives desiring to broadcast, televise, record or photograph an arraignment shall file a written request on a form provided by the Clerk at the GA 13 Clerk's Office by 9:45 a.m. on the date of the arraignment. The Clerk shall transmit said request to the arraignment judge, the supervising marshal, the state's attorney, and the public defender or the attorney for the defendant. The judge shall articulate his/her decision on the request on the record prior to the arraignment.
- 9. On-camera reporting and taped interviews must be conducted outside of the courthouse. No videotapes, still photographs or audio recordings may be taken at any location in the courthouse other than the area designated by the judge during the arraignment being covered.
- 10. These orders are subject to future revisions or modifications by the presiding judge or arraignment court judge.

Richard W. Dyer, Presiding Judge, Superior Court G.A. 13

STATE OF CONNECTICUT JUDICIAL BRANCH **SUPERIOR COURT GEOGRAPHICAL AREA 13** 111 PHOENIX AVENUE **ENFIELD, CT 06082**

REQUEST FOR MEDIA/ELECTRONIC COVERAGE OF COURT **PROCEEDINGS**

Directions:

- Requester to complete form legibly & file with Clerk's Office
 Clerk to provide copy of completed request to Judge, ASA, Public Defender or attorney for defendant and Supervising Marshal
 - 3. Clerk to place original completed form in official court file
 - 4. Clerk to retain a copy of the completed form in designated binder in Clerk's Office

Request Date:
Name of Media Organization Making Request:
Name of Organization's Representative:
Coverage Being Requested: Still Camera TV Camera Audio Recording
Name of Defendant(s):
Name of Arraignment Judge:
After articulation for the court's reasons on the record, this request is hereby
GRANTED/ DENIED.
BY THE COURT,
Date:

APPENDIX B

Sample e-mail informing a judge that a request was received from the media to photograph an arraignment

Hebert, Rhonda

From: Hebert, Rhonda

Sent: Tuesday, July 28, 2009 8:04 AM To: 'Richard.Comerford@jud.ct.gov'

Cc: Adams, Taggart; Suda, Joseph; Archer, Ann Margaret

Subject: FW: Permission for Photo Coverage of the Greer Arraignment Tomorrow

7-28-2009

Hi Judge,

We received this request Monday from the Greenwich Time for an arraignment today. I don't know if there are any sex assault charges, but if there are not, would this be OK with you? Also, do you anticipate that the arraignment would go forward at noon as referenced in the email from the paper?

Thanks! Rhonda

----Original Message----

From: Bob Luckey [mailto:Bob.<u>Luckey@scni.com</u>]

Sent: Monday, July 27, 2009 5:25 PM To: Hebert, Rhonda; John Breunig

Subject: Permission for Photo Coverage of the Greer Arraignment

Tomorrow 7-28-2009

Rhonda,

Please consider this an official request for photo coverage of the Donald Greer arraignment in State Superior Court, Stamford, on July $27^{\rm th}$, 2009 at noon.

Please let me know ASAP if you can grant the Stamford Advocate permission to photograph this arraignment inside the courtroom.

Much thanks,

- Bob Luckey

Photo Editor/ Stamford Advocate & Greenwich Time

Sample e-mail informing media that request to photograph an arraignment is approved

Hebert, Rhonda

From: Hebert, Rhonda

Sent: Tuesday, July 28, 2009 9:57 AM

To: 'Bob Luckey'

Subject: FW: Permission for Photo Coverage of the Greer Arraignment Tomorrow

7-28-2009

Hi Bob,

You should be all set. Please have the photographer there at 10:45 a.m.; ask for Supervisory Marshal Joe Suda as your contact.

Thanks! Rhonda

----Original Message----

From: Bob Luckey [mailto:Bob.Luckey@scni.com]

Sent: Monday, July 27, 2009 5:25 PM To: Hebert, Rhonda; John Breunig

Subject: Permission for Photo Coverage of the Greer Arraignment

Tomorrow 7-28-2009

Rhonda,

Please consider this an official request for photo coverage of the Donald Greer arraignment in State Superior Court, Stamford, on July $27^{\rm th}$, 2009 at noon.

Please let me know ASAP if you can grant the Stamford Advocate permission to photograph this arraignment inside the courtroom.

Much thanks,

- Bob Luckey

Photo Editor/ Stamford Advocate & Greenwich Time

APPENDIX C

Suggested Statewide Standing Orders for Photographic and Electronic Media Coverage of Arraignments

All camera and electronic coverage of criminal arraignments shall be subject to the following guidelines and others deemed appropriate by the Court:

- 1. Only one (1) still camera, one (1) television camera and one (1) audio recording device which do not produce a distracting sound or light shall be employed to cover the arraignment, unless otherwise ordered by the Court.
- 2. The operator of any camera, television or audio recording equipment shall not employ any artificial lighting device to supplement the existing light in the courtroom.
- **3.** Broadcasting, televising, recording or photographing in any location of the courthouse other than in the arraignment courtroom, at any time, is prohibited.
- 4. All personnel and equipment shall be situated in an unobtrusive manner within the courtroom. The location of any such equipment and personnel shall be determined by the judge. The location of the camera, to the extent possible, shall provide access to optimum coverage. Once the judge designates the position(s) for the camera(s), the operator must remain in that position and must not move about until the arraignment is completed.
- **5.** Prohibitions and possible limitations to coverage:
 - **a.** Photographers and equipment operators are prohibited from:
 - **i.** Broadcasting, televising, recording or photographing spectators in the courtroom;
 - **ii.** Commencing broadcasting, televising, recording or photographing before legal argument on the issue;
 - iii. recording conversations between counsel and client;
 - iv. filming or zooming in on documents of counsel, clerk or court.
 - **b.** The Court may impose such other conditions including but not limited to broadcasting, televising, recording or photographing:
 - i. a defendant coming or going to the lockup area;
 - ii. a prisoner's restraints;
 - iii. others who may testify or speak at a hearing.
- **6.** If there are multiple requests to broadcast, televise, record or photograph the same arraignment, the media representatives making such requests must make pooling arrangements among themselves, unless otherwise determined by the presiding judge.
- 7. Photographers and equipment operators must conduct themselves in the courtroom quietly and discreetly, with due regard for the dignity of the courtroom.
- **8.** To the extent practicable, any media or pool representative seeking to broadcast, televise, record or photograph an arraignment shall provide as much advance notice as possible to

9.	Media representatives desiring to bro	oadcast, televise,	record or pho	tograph an a	rraignment s	shall
	file a written request to	The Clerk shall	transmit said	request to the	ne arraignme	ent

judge, the supervising marshal, the state's attorney and the public defender or the attorney for the defendant. The judge shall articulate his/her decision on the request on the record prior to the arraignment.

- **10.** On-camera reporting and taped interviews must be conducted outside of the courthouse. No videotapes, still photographs or audio recordings may be taken at any location in the courthouse other than the area designated by the judge during the arraignment being covered.
- **11.** These orders are subject to future revisions or modifications by the presiding judge or arraignment court judge.

APPENDIX D

Proposed Changes to Practice Book Sections 1-10B - 1-11C

New suggested language is underlined and suggested deletions to the existing language in the rules are bracketed.

Sec. 1-10B. Media Coverage of Court Proceedings; In General

- (a) The broadcasting, televising, recording or photographing by the media of court proceedings and trials in the superior court should be allowed subject to the limitations set out in this section and in Sections 1-11 through 1-11[C] <u>B</u>, inclusive.
- (b) No broadcasting, televising, recording or photographing of any of the following proceedings shall be permitted:
 - (1) Family relations matters as defined in General Statutes § 46b-1;
 - (2) Juvenile matters as defined in General Statutes § 46b-121;
 - (3) Proceedings involving sexual assault;
 - [(3)] (4) Proceedings involving trade secrets;
- [(4)] (5) In jury trials, all proceedings held in the absence of the jury unless the trial court determines that such coverage does not create a risk to the defendant's rights or other fair trial risks under the circumstances;
- [(5)] (6) Proceedings which must be closed to the public to comply with the provisions of state law;
 - [(6)] (7) Any proceeding that is not held in open court on the record.
- (c) No broadcasting, televising, recording or photographic equipment permitted under these rules shall be operated during a recess in the trial.
- (d) No broadcasting, televising, recording or photographing of conferences involving counsel and the trial judge at the bench or involving counsel and their clients shall be permitted.

(e) There shall be no broadcasting, televising, recording or photographing of the process of jury selection nor of any juror.

Delete Sec. 1-11. Media Coverage of Criminal Proceedings

- [(a) Except as otherwise provided by this section and as provided in Sections 1-11A and 1-11C, a judicial authority should prohibit broadcasting, televising, recording, or taking photographs in criminal proceedings.
- (b) No broadcasting, televising, recording or photographing of sentencing hearings, except in trials that have been previously broadcast, televised, recorded or photographed, or of trials or proceedings involving sexual offense charges shall be permitted.
- (c) A judicial authority may permit broadcasting, televising, recording or photographing of criminal trials in courtrooms of the superior court except as hereinafter excluded. As used in this rule, the word "trial" in jury cases shall mean proceedings taking place after the jury has been sworn and in nonjury proceedings commencing with the swearing in of the first witness.
- (d) Any media or pool representative seeking permission to broadcast, televise, record or photograph a criminal trial shall, at least three days prior to the commencement of the trial, submit a written request to the administrative judge of the judicial district where the case is to be tried. A request submitted on behalf of a pool shall contain the name of each news organization seeking to participate in that pool. The administrative judge shall refer the request to the trial judge who shall approve or disapprove such request. Disapproval by the trial judge shall be final. Before the trial judge approves of such request, the judge shall be satisfied that the permitted coverage will not interfere with the rights of the parties to a fair trial, but the right to limit coverage at any time in the interests of the administration of justice shall be reserved to such judge. Approval of the request, however, shall not be effective unless confirmed by the administrative judge. Any media organization seeking permission to participate in a pool whose name was not

submitted with the original request may, at any time, submit a separate written request to the administrative judge and shall be allowed to participate in the pool arrangement only with the approval of the trial judge.

- (e) The trial judge in his or her discretion, upon the judge's own motion, may prohibit the broadcasting, televising, recording or photographing of any participant at the trial. The judge may also, at the request of a participant, prohibit in his or her discretion the broadcasting, televising, recording or photographing of that participant at the trial. The judge shall give great weight to requests where the protection of the identity of a person is desirable in the interests of justice, such as for the victims of crime, police informants, undercover agents, relocated witnesses, juveniles and individuals in comparable situations. "Participant" for the purpose of this section shall mean any party, lawyer or witness.
- (f) (1) Only one television camera operator, utilizing one portable mounted television camera, shall be permitted in the courtroom. The television camera and operator shall be positioned in such location in the courtroom as shall be designated by the trial judge. While the trial is in progress, the television camera operator shall operate the television camera in this designated location only. Videotape recording equipment and other equipment which is not a component part of the television camera shall be located outside the courtroom.
- (2) Only one still camera photographer, carrying not more than two still cameras with one lens for each camera, shall be permitted in the courtroom. The still camera photographer shall be positioned in such location in the courtroom as shall be designated by the trial judge. While the trial is in progress, the still camera photographer shall photograph court proceedings from this designated location only.
- (3) Only one audio system for televising, broadcasting and recording purposes shall be permitted in the courtroom. Audio pickup for such purposes shall be accomplished from the existing audio system in the court facility. If there is no

technically suitable audio system in the court facility, microphones and related wiring essential for media purposes shall be unobtrusive and shall be located in places designated in advance by the trial judge.

- (g) No broadcasting, televising, recording and photographic equipment shall be placed in or removed from the courtroom while the court is in session. Television film magazines or still camera film or lenses shall not be changed within the courtroom except during a recess or other appropriate time in the trial.
- (h) Only still camera, television and audio equipment which does not produce distracting sound or light shall be employed to cover the trial. The operator of such equipment shall not employ any artificial lighting device to supplement the existing light in the courtroom without the approval of the trial judge and other appropriate authority.
- (i) The judicial authority in its discretion may require pooling arrangements by the media. Participating members of the broadcasting, televising, recording and photographic media shall make their respective pooling arrangements, including the establishment of necessary procedures and selection of pool representatives, without calling as to the appropriate media representative or equipment for a particular trial. If any such medium shall not agree on equipment, procedures and personnel, the judicial authority shall not permit that medium to have coverage at the trial.
- (j) Except as provided by these rules, broadcasting, televising, recording and photographing in areas immediately adjacent to the courtroom during sessions of court or recesses between sessions shall be prohibited.
- (k) The conduct of all attorneys with respect to trial publicity shall be governed by Rule 3.6 of the Rules of Professional Conduct.
- (l) To evaluate prospective problems where approval for broadcasting, televising, recording or photographing of a trial has been granted, and to ensure compliance with

these rules during the trial, a mandatory pretrial conference shall be held by the trial judge, attorneys and media personnel. At such conference the trial judge shall review these rules and set forth the conditions of coverage in accordance therewith.]

Sec. 1-11A. Media Coverage of Arraignments

The broadcasting, televising, recording, or taking photographs by media in the courtroom during arraignments may be authorized by the judicial authority presiding over such arraignments. Any media or pool representative seeking to broadcast, televise, record or photograph an arraignment shall notify the administrative judge of the Judicial District where the proceeding will be heard. The administrative judge shall inform the judicial authority who will preside over the arraignment. The judicial authority shall articulate the reasons for its decision on a request for electronic coverage of an arraignment and such decision shall be final. The judicial authority in its discretion may require pooling arrangements by the media.

Sec. 1-11[C. Pilot Program for | Media Coverage of Criminal Proceedings

(Sec. 1-11C Pilot Program for Media Coverage of Criminal Proceedings becomes the new Sec. 1-11 Media Coverage of Criminal Proceedings)

(a) Except as authorized by section 1-11A regarding media coverage of arraignments, the broadcasting, televising, recording or photographing by media of criminal proceedings and trials in the superior court shall be allowed except as hereinafter precluded or limited and subject to the limitations set forth in 1-10B. [Notwithstanding the provisions of Section 1-11, and except as otherwise provided in Section 1-11A regarding media coverage of arraignments, the broadcasting, televising, recording or photographing by media of criminal proceedings and trials in the superior court shall be allowed except as hereinafter precluded or limited and subject to the limitations set forth in Section 1-10B, in a single judicial district of the superior court to be chosen by the chief court administrator based on the following considerations:

- (1) the age of the courthouse facility, its ability to accommodate the media technology involved, and security and cost concerns;
- (2) the volume of cases at such facility and the assignment of judges to the judicial district;
- (3) the likelihood of significant criminal trials of interest to the public in the judicial district;
- (4) the proximity of the judicial district to the major media organizations; and to the organization or entity providing coverage;
- (5) the proximity of the courthouse facility to the Judicial Branch administrative offices.]
- (b) No broadcasting, televising, recording or photographing of trials or proceedings involving sexual offense charges shall be permitted.
- (c) As used in this rule, the word "trial" in jury cases shall mean proceedings taking place after the jury has been sworn and in nonjury proceedings commencing with the swearing in of the first witness. "Criminal proceeding" shall mean any hearing or testimony, or any portion thereof, in open court and on the record except an arraignment subject to section 1-11A.
- (d) <u>Unless good cause is shown, any media or pool representative seeking to broadcast, televise, record or photograph a criminal proceeding or trial shall, at least three days prior to the commencement of the proceeding or trial, submit a written notice of media coverage to the administrative judge of the judicial district where the proceeding is to be heard or the case is to be tried. A notice of media coverage submitted on behalf of a pool shall contain the name of each news organization seeking to participate in that pool. The administrative judge shall inform the judicial authority who will hear the proceeding or who will preside over the trial of the notice, and the judicial authority shall allow such coverage except as otherwise provided.</u>

- [(d)] (e) Any party, attorney, witness or other interested person may object in advance of electronic coverage of a criminal proceeding or trial if there exists a substantial reason to believe that such coverage will undermine the legal rights of a party or will significantly compromise the safety of a witness or other person or impact significant privacy concerns. In the event that the media request camera coverage and, [T]to the extent practicable, notice that an objection to the electronic coverage has been filed, and the date, time and location of the hearing on such objection shall be posted on the Judicial Branch website. Any person, including the media, whose rights are at issue in considering whether to allow electronic coverage of the proceeding or trial, may participate in the hearing to determine whether to limit or preclude such coverage. When such objection is filed by any party, attorney, witness or other interested person, the burden of proving that electronic coverage of the [civil] <u>criminal</u> proceeding or trial should be limited or precluded shall be on the person who filed the objection.
- [(e)] (f) The judicial authority, in deciding whether to limit or preclude electronic coverage of a criminal proceeding or trial, shall consider all rights at issue and shall limit or preclude such coverage only if there exists a compelling reason to do so, there are no reasonable alternatives to such limitation or preclusion, and such limitation or preclusion is no broader than necessary to protect the compelling interest at issue.
- [(f)] (g) If the judicial authority has a substantial reason to believe that the electronic coverage of a criminal proceeding or trial will undermine the legal rights of a party or will significantly compromise the safety or privacy concerns of a party, witness or other interested person, and no party, attorney, witness or other interested person has objected to such coverage, the judicial authority shall schedule a hearing to consider limiting or precluding such coverage. To the extent practicable, notice that the judicial authority is considering limiting or precluding electronic coverage of a criminal proceeding or trial, and the date, time and location of the hearing thereon shall be given to the parties and others whose interests may be directly affected by a decision so that they may participate in the hearing and shall be posted on the Judicial Branch website.

- [(g)] (h) Objection raised during the course of a criminal proceeding or trial to the photographing, videotaping or audio recording of specific aspects of the proceeding or trial, or specific individuals or exhibits will be heard and decided by the judicial authority, based on the same standards as set out in subsection [(e)] (f) of this section used to determine whether to limit or preclude coverage based on objections raised before the start of a criminal proceeding or trial.
- [(h)] (i) The judge presiding over the proceeding or trial in his or her discretion, upon the judge's own motion or at the request of a participant, may prohibit the broadcasting, televising, recording or photographing of any participant at the trial. The judge shall give great weight to requests where the protection of the identity of a person is desirable in the interests of justice, such as for the victims of crime, police informants, undercover agents, relocated witnesses, juveniles and individuals in comparable situations. "Participant" for the purpose of this section shall mean any party, lawyer or witness.
- [(i)] (j) The judicial authority shall articulate the reasons for its decision on whether or not to limit or preclude electronic coverage of a criminal proceeding or trial, and such decision shall be final.
- [(j)] (k) (1) Only one television camera operator, utilizing one portable mounted television camera, shall be permitted in the courtroom. The television camera and operator shall be positioned in such location in the courtroom as shall be designated by the trial judge. Microphones, related wiring and equipment essential for the broadcasting, televising or recording shall be unobtrusive and shall be located in places designated in advance by the trial judge. While the trial is in progress, the television camera operator shall operate the television camera in this designated location only.
- (2) Only one still camera photographer shall be permitted in the courtroom. The still camera photographer shall be positioned in such location in the courtroom as shall be

designated by the trial judge. While the trial is in progress, the still camera photographer shall photograph court proceedings from this designated location only.

- (3) Only one audio recorder shall be permitted in the courtroom for purposes of recording the proceeding or trial. Microphones, related wiring and equipment essential for the recording shall be unobtrusive and shall be located in places designated in advance by the trial judge.
- [(j)] [No broadcasting, televising, recording and photographic equipment shall be placed in or removed from the courtroom while the court is in session. Television film magazines or still camera film or lenses shall not be changed within the courtroom except during a recess or other appropriate time in the proceeding or trial.]
- [(k)] (1) Only still camera, television and audio equipment which does not produce distracting sound or light shall be employed to cover the proceeding or trial. The operator of such equipment shall not employ any artificial lighting device to supplement the existing light in the courtroom without the approval of the judge presiding over the proceeding or trial and other appropriate authority.
- [(1)] (m) Except as provided by these rules, broadcasting, televising, recording and photographing in areas immediately adjacent to the courtroom during sessions of court or recesses between sessions shall be prohibited.
- [(m)] (n) The conduct of all attorneys with respect to trial publicity shall be governed by Rule 3.6 of the Rules of Professional Conduct.
- [(n)] (o) The judicial authority in its discretion may require pooling arrangements by the media. Pool representatives should ordinarily be used for video, still cameras and radio, with each pool representative to be decided by the relevant media group.

 Participating members of the broadcasting, televising, recording and photographic media shall make their respective pooling arrangements, including the establishment of

necessary procedures and selection of pool representatives, without calling upon the judicial authority to mediate any dispute as to the appropriate media representative or equipment for a particular trial. If any such medium shall not agree on equipment, procedures and personnel, the judicial authority shall not permit that medium to have coverage at the proceeding or trial.

- [(o) Unless good cause is shown, any media or pool representative seeking to broadcast, televise, record or photograph a criminal proceeding or trial shall, at least three days prior to the commencement of the proceeding or trial, submit a written notice of media coverage to the administrative judge of the judicial district where the proceeding is to be heard or the case is to be tried. A notice of media coverage submitted on behalf of a pool shall contain the name of each news organization seeking to participate in that pool. The administrative judge shall inform the judicial authority who will hear the proceeding or who will preside over the trial of the notice, and the judicial authority shall allow such coverage except as otherwise provided. Any news organization seeking permission to participate in a pool whose name was not submitted with the original notice of media coverage may, at any time, submit a separate written notice to the administrative judge and shall be allowed to participate in the pool arrangement.]
- (p) To evaluate and resolve prospective problems where broadcasting, televising, recording or photographing by media of a criminal proceeding or trial will take place, and to ensure compliance with these rules during the proceeding or trial, the judicial authority who will hear the proceeding or preside over the trial may require the attendance of attorneys and media personnel at a pretrial conference.
- [(q) The Rules Committee shall evaluate the efficacy of this rule at the end of a two year period and shall receive recommendations from the Judicial-Media Committee and other sources.]

APPENDIX E

Thirtieth Recommendation of the Public Access Task Force

Thirtieth Recommendation:

Pilot program on media access to criminal proceedings

- The Judicial Branch should establish a two-year pilot program in a single judicial district in which all
 types of media coverage of criminal proceedings would be permitted, in accordance with the principles
 and limitations set forth below.
- The Supreme Court's Judicial-Media Committee shall be charged with evaluating the pilot program
 and making recommendations for its expansion. It is anticipated that, based on the evaluation of the
 pilot program, the Superior Court judges will refine and extend the program to other districts. In the
 absence of any action by the judges, the pilot program will continue to operate in the pilot district.
- The selection of a Judicial District for the pilot program shall be based on the following considerations: the courthouse facilities (age of the buildings, their ability to accommodate the media technology involved, and security and cost concerns); the volume of cases and assignment of judges to that district, the likelihood of significant criminal trials of interest to the media in the district, the proximity of the district's courts to the major media organizations, and to CT-N if CT-N has an interest in providing coverage, and the proximity of the courts to the Judicial Branch administrative offices. The following locations ought to be considered as possible locations for the pilot program: Bridgeport, Hartford, Middletown, New Britain, New Haven, New London, and Waterbury.

General Principle of Access

All forms of media, including still cameras, video cameras, and audio recordings, are to be allowed to cover all aspects of criminal trials and sentencing, subject to the rules and guidelines set forth below.

Rules for Coverage in Pilot Program

- The Judicial Branch will take appropriate steps to ensure that litigants, the press, the bar, the bench, staff, and the public are aware that any criminal trial and sentencing may be subject to media coverage including being broadcast, photographed, videotaped or audio-recorded. Absent good cause shown, the media shall provide advance notice of their intent to use still cameras, video cameras or audio recording, and the trial judge should, to the extent possible, consult in advance with the media about anticipated coverage of proceedings.
- Any party, attorney, witness or victim may object in advance of pre-trial proceedings, trial or sentencing to the use of cameras, video cameras, or audio recording if there is a substantial reason to

believe that such media coverage would undermine the rights of a criminal defendant or significantly compromise a witness's safety or legitimate privacy concerns. The parties, as well as a witness or victim whose rights may be affected by electronic coverage of the proceedings, and the media, may participate in the hearing to determine whether to limit or preclude electronic coverage. The burden of proof will be on the person seeking to restrict electronic coverage.

- If no party, witness or victim objects to electronic coverage of a proceeding, the trial court may nonetheless propose to limit or preclude such coverage where the court reasonably believes that such coverage would undermine the legal rights of a party or compromise legitimate concerns about security or about a person's safety or privacy. The court will provide notice to the parties and others whose interests may be directly affected by a decision on electronic coverage, including the media, so that they may participate in the hearing.
- The court will decide after a hearing whether to preclude or limit the use of cameras, video cameras, or audio recording, taking into account the rights asserted and bearing in mind the "Guiding Principles" adopted by the Judicial Proceedings Committee and the Task Force in particular the principle that "Public access to judicial proceedings should be limited only if there is a compelling reason to do so, there are no reasonable alternatives to such limitations, and the limitation is no broader than necessary to protect the compelling interest at issue." The court shall take into account special considerations that may arise, such as the testimony of children, alleged victims of sexual offenses, confidential informants and undercover officers. Neither agreement of the parties, nor a general statement by the court that it does not favor electronic coverage generally or in a particular category of cases, shall be sufficient to meet the standards articulated in the Guiding Principles for limiting or precluding electronic coverage.
- To the extent practicable, objections to the use of still cameras, video cameras and/or audio recordings, and the date, time, and location of the hearing on those objections, will be posted on the Judicial Branch web site, so that affected parties may attend the hearing.
- Objections made during the course of a pre-trial proceeding, trial or sentencing to photographing or video taping or audio recording specific aspects of the proceeding (e.g., testimony of a juvenile or sexual assault victim), specific individuals (e.g., sexual assault victims or witnesses whose identity is protected) or exhibits (e.g., autopsy photographs), will be heard and decided by the trial court, based on the same standards and principles used to determine whether to preclude or limit access based on objections raised before the start of a trial.
- Cameras, video cameras and audio recording equipment may be used in the courtroom, but not used in other parts of the courthouse.
- To ensure coverage and minimize disruption, pool representatives should ordinarily be utilized for video, still cameras and radio, with each pool representative to be decided by the relevant media group.
- Cameras, video cameras, microphones and other related equipment are to be placed in the courtroom in the location designated by the Judicial Branch to ensure maximum coverage of the proceedings while

minimizing disruption. To minimize disruption, cameras, microphones, video cameras and related equipment may be set up and taken down only when the court proceedings are in recess. During a trial, operators of cameras and video cameras and audio recording equipment may be required to be present for the entire day's proceedings.

- There shall be no video taping, audio recording or photographing of jurors. There shall be no video taping or audio recording of trial proceedings held when the jury has been excused from the courtroom unless the trial court determines that such coverage does not create a risk to the defendant's rights or other fair trial risks under the circumstances.
- Nothing in this proposal is intended to eliminate the trial courts' existing authority to take reasonable measures to preserve order in the courtroom and to ensure a fair trial.

Thirty-first Recommendation of the Public Access Task Force

Thirty-first Recommendation:

Coverage of Arraignments

Expanding media coverage of arraignments should be the subject of additional inquiry – including further discussion with criminal judges and review of the experience of other states that allow media coverage of arraignments with limited restrictions – with additional recommendations to follow. In the interim, electronic coverage of specific arraignments may be considered on a case-by-case basis upon reasonable notice by the press (recognizing the last-minute nature of some arraignments), and that, to the extent practicable, judges should consult with the press to coordinate the logistics of such coverage.

APPENDIX F

Agenda of the March 24, 2008, meeting of the Pilot Program Committee

Agenda

Pilot Program Committee
Monday, March 24, 2008, 2 p.m.
Middlesex Judicial District Courthouse
Jury Assembly Room
1 Court Street, Middletown 06457

- I. Welcome Co-chairs Tom Appleby and Judge Patrick Clifford a) Introduction of committee members
- II. Summary of what's occurred in courts with cameras since Jan. 1, 2008
- III. Discussion of the committee's mission
- IV. Discussion of how to comply with the mission
- V. Schedule next meeting
- VI. Adjourn

Minutes of the March 24, 2008, meeting of the Pilot Program Committee

Present: Co-chairs Tom Appleby & Judge Patrick Clifford; Judge Marshall Berger Jr., Sara Bernstein, Larry Callahan, Linda J. Cimino, Paul Giguere, Judge David Gold, Gail Hardy, Ken Margolfo, Patrick Sanders, Robin Smith, Judge Elliot Solomon, Kirk Varner and Dave Ward.

Absent: John Long, Mike St. Peter.

Agenda Item No. 1 – Welcome

Judge Clifford and Tom Appleby welcomed committee members; this was the first meeting of the committee. Judge Clifford also went through a notebook of information that committee members received.

<u>Agenda Item No. 2 – Summary of what's occurred in courts with cameras since 01/01/08</u> Dave Ward of Channel 3 showed four clips of court proceedings that have been videotaped since the rules change on Jan. 1, 2008. The clips included three arraignments (Hartford, New London & Rockville) and jury selection (no jurors shown).

Agenda Item No. 3 – Discussion of committee's mission

Judge Clifford explained that the job of the committee is to evaluate the pilot program over the next years and make recommendations. The committee is not dealing with cameras in civil courts, he said. However, he asked whether the committee's mission should be expanded to include an evaluation of cameras at arraignments, since this has been the bulk of camera requests since the rules change.

Regarding the pilot program in the Hartford JD, Paul Giguere of CT-N reported that CT-N will have a better handle in the next couple of weeks on whether the legislature will provide funding for CT-N to videotape court proceedings in Part A. He added that CT-N hopes to assign a crew to the Lafayette Street courthouse and would work closely with the other TV stations.

Judge Berger asked how it would play out if two or three criminal trials were going on at the same time. Mr. Giguere answered that it would depend on whether all of the stations would be interested in getting the video. Judge Clifford added that the Judicial Branch does not want to get involved in pooling issues, such as whether a station is obliged to share videotape if no one else asked to cover the proceeding.

Committee members discussed different situations that had arisen or may arise with cameras in court, i.e. a newspaper wanted to videotape a court proceeding for its website. Judge Clifford returned to the question of whether the committee should review camera coverage of arraignments, which, he added, has been going very smoothly in the various courthouses. The committee agreed to expand its mission to evaluating cameras in arraignments.

Agenda Item No. 4: Discussion of how to comply with the mission

Committee members next turned to the question of how best to comply with the mission. Judge Clifford asked whether there should be some kind of questionnaire. Hartford JD Public Defender Sara Bernstein indicated she had already asked her public defenders whether they had had cameras in their courts, for what kind of case, and whether there were any problems.

Judge Clifford suggested that a questionnaire be developed to review at the committee's next meeting. Committee members agreed that each group – i.e. judges, media, lawyers – would submit questions that they thought should be included on an evaluation. There was some discussion of appointing subcommittees to develop the questions, but committee members concluded that subcommittees were unnecessary.

Committee members also agreed that the evaluation process needs to get under way soon. Questions also may be revised as things go along, committee members added.

Agenda Item No. 5: Schedule next meeting

The committee scheduled its next meeting for Monday, April 28, 2008, at 2 p.m. at the Middlesex Judicial District Courthouse.

Agenda Item No. 6: Adjourn

The committee adjourned at approximately 4 p.m.

Agenda of the April 28, 2008, meeting of the Pilot Program Committee

Agenda

Pilot Program Committee
Monday, April 28, 2008, 2 p.m.
Middlesex Judicial District Courthouse
Jury Assembly Room
1 Court Street, Middletown 06457

- I. Open meeting Co-chairs Tom Appleby and Judge Patrick Clifford
- II. Approval of minutes from March 24, 2008, meeting
- III. Summary of what's occurred in courts with cameras since last meeting
- IV. Evaluation forms
 - A. Review proposed questions, format, etc. for approval
- V. Next meeting
- VI. Adjourn

Minutes of the April 28, 2008, meeting of the Pilot Program Committee

Present: Co-chairs Judge Patrick Clifford and Tom Appleby, general manager and news director, News 12 Connecticut; Judge Marshall Berger Jr.; Hartford Public Defender Sara Bernstein; Linda J. Cimino, director, Office of Victim Services; Paul Giguere, president & CEO, Connecticut Network; Hartford State's Attorney Gail Hardy; John Long, photographer, retired from The Hartford Courant; Ken Margolfo, assignment editor, WTIC-TV Fox 61; Patrick Sanders, Connecticut news editor, Associated Press; Chief Clerk Robin Smith; Judge Eliot Solomon; Michael St. Peter, news director, WVIT-TV Channel 30; and Mr. Dave Ward, assignment editor, WFSB-TV Channel 3.

Absent: Judge David Gold; Chief Judicial Marshal Lawrence Callahan; and Kirk Varner, vice president and news director, WTNH-TV Channel 8.

Agenda Item No. 1 – Open Meeting

Mr. Appleby and Judge Clifford opened the meeting at 2 p.m.

Agenda Item No. 2 – Minutes

Committee members approved the minutes from their meeting on March 24, 2008.

<u>Agenda Item No. 3 – Summary of what's occurred in courts with cameras since last</u> meeting

The committee discussed two recent situations in different courts where a TV camera was allowed into the courtroom, but a still camera was not. Mr. Sanders explained that his understanding was that the judges thought the video images could be transferred to still images. That's not easy to do, however, and the photos are not of the quality that's required, Mr. Sanders said. Judge Clifford responded that he had spoken with Mr. Sanders and the involved judges, who were unaware of the technological difficulties. Judge Clifford added that he believes it is a matter of educating the judges about camera technology. He added that he does not see a problem allowing in one TV camera and one still camera, but emphasized that the decision ultimately is within a judge's discretion. Mr. Long added that it is a big deal for still cameras to be excluded and that the TV cameras do not capture what the still cameras can. He added that he would be happy to do a demonstration of a camera with a "silencer," which reduces shutter noise.

Committee members discussed other situations that had occurred during arraignments and the varying logistics among arraignments where judges allowed cameras. Judge Clifford mentioned an arraignment where a judge ordered that no pictures be taken of a defendant coming out of the lockup. The TV station in the courtroom did not show the walk on its news that night, but did not relay the prohibition to another station – which did show the footage. In such situations, Judge Clifford suggested that the media offer to speak with the judge and explain what happened.

Committee members also received the following information:

Pilot Program, Arraignments Camera Summary (As of April 25, 2008)

Total Number of All Camera Requests Made Since Jan. 1, 2008: Approximately 147 Total Number of Distinct Cases: Approximately 70

Total Number of All Camera Requests Granted Since Jan. 1, 2008: About 70 Total Number of Distinct Cases Where Requests Have Been Granted: Approximately 51

Total Number of Arraignment Requests Made Since Jan. 1, 2008: About 108 Total Number of Distinct Cases: Approximately 67

Total Number of Arraignment Requests Granted Since Jan. 1, 2008: About 56 Total Number of Distinct Cases: About 43

Total Number of Requests Under Pilot Program Since Jan. 1, 2008: 11 (1 request pending)

Total Number of Distinct Cases: 9 (including 4 defendants charged in the same killing)

Total Number of Requests Granted Under Pilot Program: 7

Total Number of Distinct Cases: 5

IV. Discussion of evaluation forms

The committee discussed drafts of three evaluation forms – one each for judges, the media and attorneys. Committee members reviewed all three and agreed to meet on May 19, 2008, to review the revised evaluations incorporating their suggested changes. Attorney Hardy added that she would supply questions from a prosecutor's perspective for the attorneys' evaluation, especially regarding victims and witnesses.

Chief Clerk Robin Smith asked how the evaluations will be compiled, distributed, and what the committee will do with the information. Judge Clifford answered that he believes the committee will need to collect the data and prepare a report at the end of the 2-year pilot program, for the review of the Rules Committee. Committee members discussed distributing the evaluations through the clerks' offices, with External Affairs being responsible for compiling the data.

V. Next meeting

Committee members agreed to meet same time, same place on May 19.

<u>VI. Adjourn</u> – The meeting was adjourned at about 4 p.m.

^{*}Please note that the numbers in the categories of *all requests made* include multiple requests for one cases.

^{*}As of April 28, 2008, all judicial districts have received camera requests.

Agenda of the May 19, 2008, meeting of the Pilot Program Committee

Agenda

Pilot Program Committee
Monday, May 19, 2008, 2 p.m.
Middlesex Judicial District Courthouse
Jury Assembly Room
1 Court Street, Middletown, CT 06457

- I. Open meeting Co-chairs Tom Appleby and Judge Patrick Clifford
- II. Approval of minutes from meeting of April 28, 2008
- III. Review & Approve Revised Draft Evaluation Forms a) Methods of distribution
- IV. Next meeting
- V. Adjourn

Minutes of the May 19, 2008, meeting of the Pilot Program Committee

Present: Co-chairs Tom Appleby and Judge Patrick Clifford; Judge Marshall Berger Jr., Sara Bernstein, Larry Callahan, Linda J. Cimino, Paul Giguere, Ken Margolfo, Robin C. Smith, Judge Elliot Solomon, Mike St. Peter, Kirk Varner, and Dave Ward.

Absent: Judge David Gold, Gail Hardy, John Long, Patrick Sanders.

I. Open meeting

Tom Appleby and Judge Clifford started the meeting at 2 p.m.

II. Approval of minutes from meeting of April 28, 2008

Judge Clifford made a motion to approve the minutes, seconded by Judge Solomon. The committee unanimously approved the minutes.

III. Review & Approve Revised Draft Evaluation Forms

Committee members finalized evaluation forms for judges, attorneys and the media. Committee members also discussed how the evaluations would be distributed and determined that they would not apply retroactively to arraignments that have already been televised/photographed.

Judge Clifford and Judge Berger raised three areas of concern that have arisen during a recently televised trial:

- Camera operators chasing jurors down the street.
- Camera operators chasing the defendant down the street during the trial.
- Interviews being conducted outside of the courthouse during the trial.

The judges expressed their concern that these actions would prejudice an individual's right to a fair trial.

Mr. Ward responded that members of the print media often interview people outside of a courthouse and take notes. Mr. Giguere added that the judges' concerns would likely be borne out in the evaluations that the committee is to review. He suggested that the committee let everything play out. Judge Berger added that the judges offered these comments as a heads-up and are focusing on what occurs during the trial, as opposed to when the trial concludes. Judge Clifford added that if he is a judge watching TV and sees a witness being interviewed on camera, then that is an issue for him.

Mr. Varner said that he does not see the media being unresponsive to requests from a judge and that, from the media's point of view, what the media does will come down to ethics and their practices.

IV. Schedule next meeting
Committee members agreed to meet again on Sept.15 to review the evaluations that are sent in.

<u>V. Adjourn</u>
The committee adjourned at about 4 p.m.

Agenda of the September 15, 2008, meeting of the Pilot Program Committee

Pilot Program Committee Agenda September 15, 2008 Middlesex Judicial District Courthouse 1 Court Street, Middletown, CT

- I. Open meeting Tom Appleby and Judge Patrick Clifford
- II. Approve minutes from meeting of May 19, 2008
- III. Update on camera requests received so far
 a) Report on Pilot Program in Hartford JD Judge David Gold and Paul Giguere
- IV. Discussion of evaluations received so far
- V. New business
- VI. Adjourn meeting

Minutes of the September 15, 2008, meeting of the Pilot Program Committee

Present: Mr. Tom Appleby, Judge Patrick Clifford, co-chairs; Sara Bernstein, Linda Cimino, Judge David Gold, John Long, Robin Smith, Judge Elliot Solomon, Dave Ward.

Lynne Tuohy of CT-N was at the meeting in lieu of Paul Giguere.

I. Open Meeting

Mr. Appleby and Judge Clifford started the meeting at 2 p.m.

II. Minutes

Committee members unanimously approved the minutes from their meeting on May 19, 2008.

III. Update on camera requests received so far; report on Pilot Program in Hartford JD

Committee members received updates on the number of camera requests received so far and also heard from Judge Gold regarding the Pilot Program in the Hartford JD. CT-N in July videotaped several cases on one day, including pleas and three sentencings, according to Judge Gold. The response from the airing of these cases was positive, committee members said.

IV. Discussion of evaluations received so far

In summarizing the evaluations received so far, Judge Clifford reported that the media seem satisfied with the pilot program, particularly in the area of arraignments. Most of the judges were fine with the videotaping/photographing of arraignments as well, he said, adding that everyone will have to wait and see whether cameras in arraignments will affect trials down the road.

Mr. Ward mentioned that the process has gone very well at GA 13 in Enfield, where Judge Richard Dyer put in place a written request form and standing orders for media outlets. Judge Clifford responded that the committee may want to consider whether the form and standing orders should be used statewide.

For attorneys, one issue seems to be the lack of notice about camera requests, Mr. Long said. He suggested this is an area that the committee may want to discuss as well. Mr. Ward added that it is sometimes difficult to give much notice, given how quickly arraignments might occur. Judge Clifford said that there is some notice, although it may not be early notice.

Another area the committee should consider is the issue of shackles, Judge Clifford said. Judges have different views on whether they should be photographed or videotaped, he added.

Committee members then turned to camera coverage at a high-profile trial in Hartford this year. Much of the discussion focused on the photographing of jurors after a verdict. The judge in this particular trial did not want the jurors photographed outside of the courthouse. Journalists on the committee said that it is up to the jurors whether they want to talk, and that photographers have always stood on the sidewalk and taken pictures of jurors following a verdict.

Judge Clifford responded that he understood that judges don't have much authority in this area. However, he added, judges are very protective of jurors, who often are nervous wrecks about having their picture taken by the media. There also is the potential to scare off future jurors, he said. Both Judge Gold and Judge Solomon echoed Judge Clifford's concerns. Mr. Appleby suggested that the committee research what other states do regarding the photographing of jurors, and whether jurors have been lost because they've been photographed or videotaped.

Ms. Tuohy recalled one trial where jurors were asked whether any of them wanted to speak to the media. For those who did, a podium was set up in court, and the interviews occurred. That arrangement might be something to consider, she said.

V. New Business

Committee members scheduled their next meeting for Jan. 5, 2009.

VI. Adjourn meeting

The committee adjourned at 4 p.m.

Agenda of the January 5, 2009, meeting of the Pilot Program Committee

- I. Call meeting to order
- II. Approval of minutes from meeting of September 15, 2008
- III. Update on camera requests a) Additional evaluations
- IV. Discussion regarding method to be used in evaluating Pilot Program and presenting recommendations to the Rules Committee
- V. Adjourn meeting

Minutes of the January 5, 2009, meeting of the Pilot Program Committee

Present: Co-chairs, Tom Appleby and Judge Patrick Clifford; Judge Marshall Berger, Jr., Sara Bernstein; Scott Brede sitting in for Paul Giguere), Larry Callahan, Linda Cimino, Attorney Melissa Farley, Judge David Gold, Rhonda Stearley Hebert, John Long and Ken Margolfo.

Absent: Paul Giguere, Gail Hardy, Michael St. Peter, Patrick Sanders, Robin Smith, Judge Elliot Solomon, Kirk Varner, Dave Ward.

I. Open Meeting

The meeting was called to order at 3:12 p.m. 2 p.m.

II. Approval of minutes from meeting of September 15, 2008

The committee unanimously approved the minutes.

III. <u>Update on camera requests</u>

For 2008 – there were 379 camera requests.

Of the 379 requests received, 234 were granted; 277 arraignments were requested and 196 arraignments were granted.

The total pilot program requests for 2008 were 28; 19 requests were granted. Two full trials were covered for Avon Mountain and Cipriani cases. The Deputy Chief Clerks and Judicial Marshals have been very helpful throughout the pilot program. The Waterbury Republican American, The Day, Stamford Advocate have started to request camera access to arraignments.

IIIa. Evaluations

Judge Clifford reported that the majority of judges and prosecutors think that things are going smoothly. From the defense side, a number of attorneys complain that there hasn't been enough notice given.

From the press side, the evaluations have been positive. A discussion ensued as to why some judges won't allow the shackles to be shown. Another discussion occurred as to why the media can't film or photograph an unexpected news event that happens in the courtroom (consider sequestration of witness) rule and TV for real time. What has experience of other courts that televise trials been regarding sequestration of witnesses? Any rules?

New criminal instructions will need to be recommended.

IV. <u>Discussion regarding mechanisms to report to Rules Committee</u>

Pilot Committee makes recommendation to Judicial Media Committee →Judicial Media Committee makes recommendations to the Rules Committee.

Judge Clifford can send out an e-mail to the judges asking whether an arraignment was televised and the subsequent trial televised.

Public defenders are not getting notice; Judge Clifford will address in an e-mail memo to judges about contacting states' attorney and public defender about the requests lawyers shouldn't have to object to coverage while camera is rolling.

One protocol – would it be helpful to have a protocols notice to parties regarding camera coverage.

One recommendation is to get maintenance departments involved. Cull info from evaluations and do a write-up. Committee will consider whether to stop sending out surveys for the arraignments after reviewing the last batch of evaluations.

It was suggested that there should be some follow-up with victims and with jurors about coverage.

- V. Next meeting is scheduled for Monday, April 6, 2009 at 2:00 p.m.
- *VI.* The meeting was adjourned at 3:50 p.m.

Agenda of the April 6, 2009, meeting of the Pilot Program Committee

Pilot Program Committee Monday, April 6, 2009, 2 p.m. Middlesex Judicial District Courthouse

- I. Open meeting Mr. Tom Appleby and Judge Patrick Clifford, co-chairs
- II. Approve minutes from meeting of January 5, 2009
- III. Update on requests for 2009
- IV. Discuss latest batch of evaluations
- V. Discuss process for preparing report on Pilot Program
 - a. Who will work on the report?
 - b. Timetable
 - c. Format, what to include
 - d. Committee recommendations
 - e. Anything else that needs to be discussed in connection with this process
- VI. Set next meeting date; adjourn

Minutes of the April 6, 2009, meeting of the Pilot Program Committee

Present: Tom Appleby and Judge Patrick Clifford, co-chairs; Judge Marshall Berger; Sara Bernstein; Larry Callahan; Linda Cimino; Judge David Gold; Gail Hardy; John Long; Patrick Sanders; Robin Smith; Judge Elliot Solomon; Mike St. Peter; and Dave Ward.

I. Open meeting

Judge Clifford opened the meeting at 2 p.m.

II. Approve minutes from meeting of January 5, 2009

The committee made one change to the minutes – the meeting started at 2 p.m., not the time stated in the draft minutes. With that change, the committee unanimously approved the minutes.

III. Update on requests for 2009

IV. Discuss latest batch of evaluations

Regarding agenda items III and IV, committee members discussed additional evaluations that they had received from judges, attorneys and members of the media. According to Judge Clifford, the comments were similar to those received before – judges handling arraignments seem fairly satisfied; the media is generally satisfied; and the defense and prosecution want more notice of requests and fear that the publicity may negatively affect cases down the road.

Judge Berger made a motion to adopt one standing order for the videotaping or photographing court proceedings, so that there is consistency throughout the state. Judge Clifford responded that consistency would be beneficial, but added that he had circulated to judges a memo in which he: 1) recommended that a judge notify the public defender, state's attorney and judicial marshals once he/she receives a camera request from the media through the External Affairs Division; 2) recommended that some type of protocol or standing order should be in place at each court location. Judge Clifford said he did not want to tell the judges what to do and believed that the memo was sufficient at this point.

Attorney Bernstein added that she thinks it would be good for the Judicial Branch to have a general protocol subject to modification.

Mr. Sanders asked whether anyone had argued that having a camera in court during an arraignment had affected a defendant's right to a fair trial. Attorney Bernstein answered that the pilot program hasn't been in existence long enough for the argument to be made yet.

Judge Berger said at some point the evaluation process needs to stop and that the committee needs to make its recommendations to the Judicial-Media Committee. He added that if 95 percent of the cases go to plea, then tracking them won't have any meaning regarding the effect of publicity on selecting jurors for trial.

Judge Clifford agreed that the evaluations are no longer necessary and that committee needs to do its report. Judge Solomon added that he found it hard to believe that televising one image of a defendant at arraignment could affect jury selection; instead, he said, it's the 20 articles in the newspaper.

V. Discuss process for preparing report

Judge Clifford said he thought that the committee would recommend in its report to the Judicial-Media Committee that the pilot program in Hartford be expanded to the entire state. (The rule regarding arraignments already is statewide and is not included in Practice Book section on the Pilot Program.) He also said the report should include the following: the creation of the committee from the Public Access Task Force; background on the committee, information about evaluations; and recommended standing orders.

Judge Berger suggested recommending that Section 1-11 of the Practice Book (re: Media Coverage of Criminal Proceedings) be amended to incorporate Section 1-11C of the Practice Book (re: Pilot Program for Media Coverage of Criminal Proceedings). That way, he said, there would not be two sets of rules.

Judge Clifford asked committee members whether anyone disagreed that the Pilot Program camera rules should apply statewide. No one disagreed.

Judge Gold asked whether the committee is being asked to decide whether the Pilot Program has worked well, or whether it believes that cameras in the courtroom are a good idea, or is it one and the same? If the committee is voting on whether it's good to have cameras in the courtroom, then that's more difficult, he said. Some might say the program is working well, but that it's bad to bring in cameras, he added. Judge Solomon responded that if the Pilot Program is working, then the committee ought to recommend what would make it work better.

The committee decided that a draft of the report should be completed by the end of May, so that the Judicial-Media Committee could receive it by the fall so that its members can vote on the recommendations and then forward them to the Rules Committee.

After the discussion on the report concluded, Hartford Judicial District Chief Clerk Robin Smith asked whether the committee had decided to stop distributing the evaluations. Judge Clifford made a motion to discontinue having the clerks distribute the evaluations to judges, lawyers and the media to fill out. Judge Gold seconded the motion, which carried unanimously.

VI. Schedule next meeting; adjourn

The committee will meet again on June 15, 2009. It adjourned at 3:25 p.m.

Agenda of the June 15, 2009, meeting of the Pilot Program Committee

Agenda

Pilot Program Committee Monday, June 15, 2009, 2 p.m. Jury Assembly Room, 6th Floor Middletown Judicial District Courthouse 1 Court Street, Middletown, CT

- I. Open meeting
- II. Approval of minutes from meeting of April 6, 2009
- III. Review first draft of committee report
- IV. New meeting date; adjourn

Minutes of the June 15, 2009, meeting of the Pilot Program Committee

Committee members present: Tom Appleby and Judge Patrick Clifford, co-chairs; Judge Marshall Berger, Sara Bernstein, Judge David Gold, John Long, Ken Margolfo, Robin Smith

I. Open meeting

Judge Patrick Clifford and Tom Appleby, co-chairs, opened the meeting at 2 p.m.

II. Approval of minutes

Committee members approved minutes from the meeting of April 6, 2009.

III. Review first draft of committee report

Committee members spent the rest of the meeting discussing the draft report that will be presented to the Judicial-Media Committee this fall. Among the items discussed was a draft standing order prepared by Judge Clifford and distributed to committee members present. Judge Clifford asked members to review the draft and offer any suggestions they might have.

Committee members also discussed better ways to notify counsel when camera requests are received. Staff liaison Rhonda Stearley-Hebert will contact Beth Bickley at the Judicial Branch's IT Division to determine what would need to be done to place a request application form online.

Whether a media outlet should be required to cover an entire trial was another topic of discussion. Media representatives indicated that they would prefer not to be required to cover a trial gavel to gavel. Committee members in turn discussed adding language that would allow a judge in his or her discretion to allow just portions of a criminal proceeding to be videotaped or photographed rather than the entire case.

Tom Appleby also suggested inviting a court representative from a nearby state where cameras are routinely allowed into the courtroom. This individual could be available to address any concerns or issues that Connecticut has and could speak to the full Judicial-Media Committee.

IV. New meeting date; adjourn

The meeting adjourned at 3:40 p.m. Committee members scheduled their next meeting date for Monday, July 27, 2009, at 2 p.m.

Agenda of the July 27, 2009, meeting of the Pilot Program Committee

Agenda

Pilot Program Committee Monday, July 27, 2009 2:00 p.m. Jury Assembly Room, 6th Floor Middlesex Judicial District Courthouse 1 Court Street, Middletown, CT

- I. Open meeting
- II. Approval of minutes from meeting of June 15, 2009
- III. Continue discussion of draft committee report
 - a) Suggested changes to Practice Book language
 - b) Suggestions for standing order
 - c) Any other area pertaining to the draft report
- IV. Next steps
- V. Adjourn